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ABSTRACT

A conversation among nine state higher education executive officers (SHEEDs) and two moderators is presented to stimulate discussion of the role of state higher education leadership among the SHEEOs themselves and within the statewide boards, the institutional and political communities, and among researchers. SHEEO members discuss how their jobs have changed in the current environment of change in the formulation of education policy. After an introductory section, the following topics are addressed: (1) the changing role of state higher education officers (demands of the job, pressures from outside, the influence of economic development, and evolving agenda); (2) what it takes to be a leader (personal traits and progress and strategies); (3) the changing nature of relationships (the role of board members, looking in or out, the role of the media, the role of political leaders, and the role of institutional presidents); and (4) current and future issues (minority participation, demographics, economic readjustment, technology, the changing family, and miscellaneous issues). (SM)

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A Conversation with State Higher Education Executive Officers

New Issues - New Roles

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A Conversation with State Higher Education Executive Officers

New Issues - New Roles

January 1989

Education Commission of the States
1860 Lincoln Street, Suite 300
Denver, Colorado 80295

State Higher Education Executive Officers
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Denver, Colorado 80295

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The Education Commission of the States is a nonprofit, nationwide interstate compact formed in 1965. The primary purpose of the commission is to help governors, state legislators, state education officials and others develop policies to improve the quality of education at all levels. Forty-eight states, the District of Columbia, American Samoa, Puerto Rico and the Virgin Islands are members. The ECS central offices are at 1860 Lincoln Street, Suite 300, Denver, Colorado 80295. The Washington office is in the Hall of the States, 444 North Capitol Street, Suite 248, Washington, D.C. 20001.

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The State Higher Education Executive Officers is a nonprofit, nationwide association of the chief executive officers serving statewide coordinating boards and governing boards of postsecondary education. Forty-nine states, the District of Columbia, Puerto Rico and the Canadian province of Quebec are members.

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Kenneth H. Ashworth — Commissioner of higher education for Texas since 1976, Kenneth H. Ashworth previously was executive vice president of the University of Texas at San Antonio and vice chancellor for academic programs with the University of Texas System. Early in his career, he served with several branches of the federal government. Ashworth is a member of several service and professional organizations and has published numerous articles and authored two books, including *American Higher Education in Decline*, which deals with problems facing the nation's colleges and universities. He serves on several advisory committees to education organizations and was educated at the University of Texas at Austin and Syracuse University. Ashworth relaxes by playing with the Ionian Woodwind Quintet.

William B. Coulter — Chancellor of the Ohio Board of Regents, William B. Coulter is the chief administrative officer of the state's planning and coordinating board for higher education. He has been with the board for more than 20 years, serving as program officer, vice chancellor for administration, deputy chancellor and acting chancellor. In his role, Coulter oversees systemwide operating and physical plant budgets totaling more than $3 billion in the current biennium. He also is leading an effort to enhance academic and research programs in Ohio's postsecondary institutions as well as a decade-long strategy to increase access to and success in higher education for larger numbers of Ohio citizens. Coulter was educated at Transylvania University in Lexington, Kentucky, and began his career in public service in Kentucky state government.

Participants

Gordon K. Davies — Since 1977, Gordon K. Davies has directed the Council of Higher Education for Virginia, the state's planning and coordinating body for higher education. He joined the council in 1973 as associate director. Prior to that, he was a faculty member at Yale University and a dean at Stockton State College in New Jersey. From 1969 to 1971, he directed the Harvard-Yale-Columbia Intensive Summer Studies Program. In addition to his academic experience, Davies spent several years selling computer systems for the IBM Corporation and worked as a consultant designing personnel information systems. He holds three degrees from Yale University, including a doctor of philosophy in the philosophy of religion. Davies also served in the U. S. Navy on destroyers in the Atlantic Fleet.

Norma Foreman Glasgow— Norma Foreman Glasgow assumed the responsibilities of Connecticut commissioner of higher education in September 1981. In that position, she is the chief operating officer of the state's policy and planning agency for its colleges and universities. Glasgow came to Connecticut from Texas where she was the assistant commissioner for senior colleges and universities of the College Coordinating Board. She holds degrees from Southwestern State College in Oklahoma, the University of Southern California and the University of Texas in Austin. Active in numerous state and national organizations, Glasgow is 1988–89 president of the State Higher Education Executive Officers and also holds leadership positions with several other education- and government-related associations and boards.

T. Edward Hollander— Chancellor of the New Jersey State Department of Higher Education since 1977, T. Edward Hollander is a member of the Governor's Cabinet and responsible for the coordination of the higher education system. Prior to coming to New Jersey, he was deputy commissioner for higher education and professional education in New York. Previously, Hollander was vice chancellor for budget and planning and university dean for planning at the City University of New York. He also taught at Duquesne University, the University of Pittsburgh and the Bernard M. Baruch College of Business and Public Administration. Educated at the University of Pittsburgh and New York University, Hollander holds professional memberships in numerous education organizations and is a member of several advisory boards.

Wm. Rolfe Kerr— A Utah native, Wm. Rolfe Kerr has been with the Utah System of Higher Education since 1985. He presently serves as Utah commissioner of higher education and chief executive officer of the Utah State Board of Regents. Before joining the system, Kerr was executive vice president of Brigham Young University and president of Dixie College in St. George, Utah. Previously, he served in administrative positions at Utah State University, the University of Utah and Weber State College. Kerr has served as chairman of the Western Interstate Commission for Higher Education and is a member of the executive committee and treasurer of the State Higher Education Executive Officers' association. He was educated at Utah State University and the University of Utah. He and his wife, Janeil, have six children.

Kerry D. Romesburg — President of Utah Valley Community College since July of 1988, Kerry D. Romesburg served as executive director of the Alaska Commission on Postsecondary Education for 12 years. Before that he held leadership positions with the Arizona Commission for Postsecondary Education, the Arizona Board of Regents and Arizona State University. He also taught at Arizona State University and at a Phoenix, Arizona, high school. Educated at Arizona State University, Romesburg has been quite active in national and regional higher education organizations, including the State Higher Education Executive Officers, of which he is a former president. He also chaired the Western Interstate Commission on Higher Education and has served in various capacities on national study and advisory panels. Romesburg and his wife, Judy, have two sons.

Joseph T. Sutton — Joseph T. Sutton has been the executive director of the Alabama Commission on Higher Education since 1981. A 12-member board, the commission formulates budgeting recommendations and evaluates proposals for new academic programs at the state's 57 public institutions of higher education. It also administers many state-supported programs and manages the state and federal financial assistance programs for students. Before joining the commission, Sutton served as a faculty member and administrator in universities in Tennessee, Florida and Alabama. He has served in Alabama's higher education system since 1966, when he joined the University of Alabama. From then until 1981, he held a number of administrative positions, including vice president for planning and operations and director of institutional research.

Richard D. Wagner — Executive director of the Illinois Board of Higher Education since 1980, Richard D. Wagner has been a member of the board's staff since 1969. He has served in a variety of capacities, including deputy director of fiscal affairs and executive deputy director. Prior to joining the board's staff, Wagner was a member of the staff at the University of Pittsburgh and the University of Maryland. He earned his baccalaureate degree from Bradley University in Peoria, Illinois, and both a master's of public administration and doctorate in public affairs from the Graduate School of Public and International Affairs at the University of Pittsburgh. A native of Illinois, Wagner is married and the father of four children.

Moderators

Patrick M. Callan — Patrick M. Callan has been vice president of the Education Commission of the States since July 1986. He previously was executive director of the California Postsecondary Education Commission, the Washington State Council on Postsecondary Education and the Montana Commission on Postsecondary Education, and staff director of the California Legislature's Joint Committee on the Master Plan for Higher Education. Author of numerous articles and publications dealing with education and public-policy issues, Callan has been active in a variety of professional and public-service organizations, including the State Higher Education Executive Officers and the Western Interstate Commission for Higher Education. He was educated at the University of Santa Clara and the University of California at Los Angeles and Irvine.

James R. Mingle — Executive director of the State Higher Education Executive Officers since 1984, James R. Mingle has focused much of his research and writing on minority access and statewide planning and coordination issues. In 1976, he co-authored the first study to examine the impact of increased minority enrollment on predominantly white institutions in the 1960s. Later, he directed a national study of state and institutional strategies to deal with enrollment decline and financial cutbacks. Before coming to SHEEO, he served on the research staff of the Southern Regional Education Board. Mingle received his Ph.D. from the University of Michigan and his M.S. and B.A. from the University of Akron in Ohio.

1 Introduction

Over the past decade, an extraordinary change has taken place in the formulation of education policy. Political leaders, both governors and legislators, became leaders of education reform. It was neither the educators nor the federal government, but the states that led the way. Much of this reform involved a new set of actors — a combination of politicians, state agency heads — such as chief state school officers and state higher education executives — lay board members, influential businesspersons and the media. It has proved to be a potent combination in some states for gaining renewed public support and innovative new initiatives for both schools and colleges.

In July 1988, the Education Commission of the States (ECS) and the State Higher Education Executive Officers (SHEEO) decided to bring together a group of SHEEOs to discuss how their jobs have changed in this new environment. The group of executive officers who participated in this conversation represented, for the most part, coordinating board executives (with the exception of Rolfe Kerr, who is the commissioner of a statewide governing board). While they came from different regions of the country (and from states with dramatically different social, political and economic circumstances), no attempt was made to gain a "representative group." We did seek those with some "tenure" in their position so that they might reflect on the changes that have occurred in the past decade.

Judging from the response of this particular group of SHEEOs, the roles of the state higher education executive and the board for which he or she works have undergone a dramatic change. Asked now to be more than "regulators," they are being drawn into issues of major public policy concern. No issue illustrates this better than the role they are being asked to play in economic resurgence. As one SHEEO expressed it:

> The desire for us to take a strong conceptual leadership role. . .comes both from presidents of our institutions. . .and the state government. We find ourselves in the peculiar position of trying to successfully design policy for economic regeneration even though the state has a department of development.

SHEEOs find themselves, not only with economic development on their policy agenda, but also a host of other issues new to their staffs and boards — minority participation and success, the improvement of undergraduate education and the development of new testing and assessment instruments — for example. While it is a challenging agenda for some, it is not a comfortable one. "My job is probably three or four times harder now than it was when I took it. But I am enjoying it more," said one roundtable participant.

The evolution from "regulator" to "policy leader" has been a gradual one and may reflect as much a personal orientation as it does an organizational change. "SHEEOs, in a sense, have become legitimatized and able to establish processes. . .to deal with the policy issues that are out there," noted one participant.

Dealing with important public policy issues and not just the regulatory processes of budget and program review means establishing new relationships. One of the most important of these is the media, which can have a powerful influence on the state's agenda. "One way to communicate with the governor and the legislature is through the press. Public officials understand that if the media think what you are doing is important, it probably is," noted one executive officer. Yet this view was not entirely accepted by some participants who were more comfortable with a low profile.

All of these state board executives agreed that the new activism of governors and legislators had affected their job. But it was a mixed blessing, they said:

> The more interested the governor is in higher education, the greater his particular concerns about what you are doing, the more intrusive he and his staff tend to be. . .and the greater the frequency with which his staff would rather you defer to his processes. . . .

The changing role of SHEEOs and the changed political context in which that role is carried out is the subject of much of the following conversation. So, too, are the insights these executive officers offer into the personal characteristics that make for effective state board leaders and the issues that will be faced in the future.

Our purpose in making this conversation available to a wider audience is to stimulate discussion of the role of state higher education leadership among the SHEEOs themselves, but also within the statewide boards, the institutional and political communities and among researchers. We are aware that this would have been a different discussion if college and university officials, governors or legislators had been convened and asked to share their views on the roles of state board executive officers. We hope publication of this conversation will encourage all of these groups to reflect critically on the views offered here and to discuss the issues surrounding the whole question of the evolving role of statewide leadership in higher education.

We are especially interested in encouraging the research community to look at these questions in an empirical and systematic way. It has been 20 years since the last comprehensive study of statewide governance. As the field has become more important, it appears to have diminished as the object of scholarly interest.

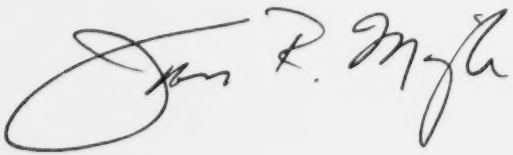
Another audience to which this publication is explicitly directed is the membership of the statewide boards and commissions. The boards bear the ultimate responsibility for the quality of leadership provided by their executive officers. The boards are charged with selecting persons to fill the SHEEO positions, assessing the effectiveness of incumbents and protecting the political independence and professional status of the executive officers, their staffs and the boards themselves. It is essential that members of these boards participate in the discussions and debates about the changing character of state higher education executive leadership.

It is likely in the selection of executive officers that the boards will make their most significant statement about their own leadership role and that of the SHEEOs. We hope a discussion of the growing importance of statewide policy leadership will underscore the necessity of insulating the selection of chief executives from inappropriate political influence and filling these positions through search processes that are conducted in a professional manner. When the appropriate processes for filling senior positions in higher education are ignored or circumvented, the stature and credibility of the board as well as the board's appointees are undermined.

The executive officer is then seen as a political or bureaucratic functionary, and the capacity of the individual and the board for effective statewide policy leadership is diminished. A board that fails to provide openness in its own recruiting and hiring processes, that fails to provide opportunities for all qualified candidates, including minorities, to be considered for the most senior positions, is unlikely to have the credibility to be a key leader in the area of equity.

Finally, we wish to thank the participants in the roundtable for their thoughtfulness and candor. The general membership of SHEEO discussed and critiqued a preliminary summary of the roundtable discussion. Their responses, many quite critical, were helpful in the organization and selection of material for this report. Frank Bowen and Lyman Glenny reviewed the material and made important suggestions. Joni Finney of the ECS staff contributed in every phase of the organization of the roundtable and the preparation of this report. Sherry Freeland Walker, also of the ECS staff, organized and edited the transcript of the discussion.

Patrick M. Callan
Vice President
Education Commission of the States



James R. Mingle
Executive Director
State Higher Education Executive Officers

2 The Changing Role of the SHEEO

In the early 1970s, SHEEOS were devoting much of their time to managing resources and carrying out the responsibilities of their "enabling legislation." Gradually they became more involved in broader public policy issues. Today, SHEEOs are confronting a host of difficult questions — achieving social equity, improving the quality of the curriculum and responding to demands for higher education to play a greater role in economic development efforts.

Demands of the Job

Callan: Over the past five or 10 years, higher education and state government have changed as new issues have emerged and new needs have arisen. How has this new context changed your role in the state?

Glasgow: I don't think our job descriptions have changed. We still are talking about coordination, quality education, effective use and equitable division of resources.

But we *are* talking a good bit more about equity, social as well as fiscal. We are looking at the social issues and relating what our colleges and universities are doing in regard to them more than we were a decade ago. We are focusing on the needs of the state and the nation as interpreted by us and by state legislators and governors, as opposed just to managing the resources devoted to colleges and universities in the state.

It's more challenging, it's more difficult, maybe eminently more worthwhile.

Hollander: The role that SHEEO officers have played has gone through three stages. In the first stage, which was during the expansion period, we were heavily involved in management of resources. Program evaluation was a major effort; we relied heavily on regulation of higher education.

Then we shifted our attention to equity/social issues, and that's where we were able to play a leadership role. We were out in front of the institutions on the issues; we presented a public policy point of view that the public could identify with.

We have moved past that phase now into a new set of issues which are educational and academic. They derive from the social/equity issues; boards have been successful, more or less, in extending access. Now we find ourselves facing high attrition rates and growing public concern about quality.

As a result, we have turned to such education issues as strengthening student retention. And we have had to deal with public concerns about whether college graduates are able to think, to write and to be effective at levels that people traditionally expect of college graduates.

We are always in a struggle involving the responsible use of power. We are always confronted with the question of "who is in charge." There is a continuing tension between the institutional point of view and the statewide point of view.

Davies: I would focus not on job descriptions but on enabling legislation. What I am finding is that the Code of Virginia hasn't changed, but what we do has changed. We do a lot of things that aren't in the code. When we moved beyond the equity/social issues into the education, into the academic, realm, we became much more intrusive into things that institutions have come to think are theirs — primarily the mission of teaching and learning.

Davies — When we moved beyond the equity/social issues into the academic realm, we became much more intrusive. . . .

Ashworth: My job is probably three or four times harder now than it was when I took it, but I am enjoying it more. It is more varied, has more stress, more controversy; but frankly, it's a lot more fun. And I wouldn't have been able to say that when I first took this job, because I simply did not have the competency to handle what I am doing.

When I started out, I had a very simplistic sense of the trust and cooperation that we were going to have. I moved from that to a degree of extreme cynicism. Now I have come to the last phase, and that is acceptance and a philosophical understanding that this is just human nature and that people see things differently from wherever they are and whatever their responsibilities are.

Coulter: I agree that we have moved from a regulatory agency into one concerned with social equity and academic quality. In my state, the basic move was from regulation to a time of opportunity born of the state's need for economic regeneration. This created an enormous opportunity for us to move forward by offering some practical programs for how one might engage the strengths of higher education in economic strategies. The equity/social issues became economic imperatives. They gave us a new opportunity and reason to address access and success of students.

We now see higher education as a conceptualizing industry that the state has available to it. That puts us in the role of being a more assertive partner with government and private-sector organizations in fields of public concern.

We are moving into a time when higher education will be, in many partnerships, effectively the senior partner. That is kind of scary, but that is where we are moving.

Pressures From Outside

Callan: Where is change being initiated? To what extent is it internally generated, or is it coming from the legislators, the universities, the governors or elsewhere?

Sutton: All of the above. The biggest insight that we have had is to become aware of how mischievous that attention to authority, power, mandates and job descriptions can be to the job that has to be done. The biggest problem that we have is to find ways of keeping power struggles from getting in the way of addressing the real agenda, the problems that are perceived by those in power in our society and in higher education. To the extent that we can put the attention on problems rather than turf, and to the extent that we can see that *all* parties are involved, we can make progress.

As a matter of fact, a very interesting thing is happening. Two or three years ago, we came out with a list of possible policy initiatives that were drawn from the literature about the direction American higher education was going. We sent these around to the presidents and a not uncommon response was, "Stay out of our affairs." We began emphasizing possible interests a new governor would have, and now we have that set of policies unanimously adopted by all of the institutions.

There is a kind of ethnocentrism among universities in which everybody in the whole network feels that his or her particular spot is the supreme one. The question of who has primary authority is never solved. Some problems, like growing old and being married and coordinating higher education, you do more or less gracefully. You don't solve them.

Kerr: Although it may be a lesser factor, the emergence of new personalities often will significantly turn events. A new governor, a new and powerful legislator, a new president with unique capacities, a new board member with a particularly strong personality may be an intrusion into the flow of things, moving us strongly in one direction or another.

It seems that we often get caught up in the issues which affect institutional management and policy, and maybe don't take as much creative time to step back and identify some of the exciting things that we ought to be doing.

The Influence of Economic Development

Mingle: In the past 10 years, I have seen a great deal more divergence among the states in where they are economically and in terms of growth. There are states that have money and growth right now. There are those with no money that have growth. There are states with money and no growth, and there are states with no money and no growth at all. How does your state's particular economic situation affect what decisions you make as a SHEEO?

Kerr: There are both economic and political issues in the state that are, in fact, controlling our agenda. In many ways, they are dictating what we do, what the board does, what the institutions do. At one time or another, through the various cycles of our activities, we have such external forces which, in fact, dictate the direction. We try to respond and roll with them and keep in the general direction, but we are taken off course sometimes.

Coulter: The connection of higher education to economic resurgence provides coordinating boards with an exceptional opportunity to lead the state's economic agenda.

The desire for us to take a strong conceptual leadership role as a partner and not a dominant force comes both from presidents of our institutions, who really do want us in the leadership role on those big issues such as access and social equity, and from the state government.

Romesburg — . . .if the economy doesn't turn around appreciably. . .higher education may end up being held responsible.

We find ourselves in the peculiar position of trying to successfully design strategies of state policy for economic regeneration, even though the state has a department of development. We find ourselves drawn into the design of economic-regeneration strategies because we are the conceptualizing industry.

It's so fundamental an issue, I think we can't avoid it. We must try to be creative in addressing it, but we can't disengage from it.

Davies: Do you really find that the universities are coming forth with anything other than bromides about economic development?

Coulter: Only when we help them.

Davies: So it is you who is doing the conceptualizing?

Coulter: Sure. As a matter of fact, I have a letter here in my folder from the president of one of our major private universities, saying, "I perceive in your new master plan a movement of the board of regents from an indirect social architect, which was carried out historically by helping institutions to play a certain role, to being a more direct social architect of establishing agendas."

It's an issue of the best kind of enlightened self-interest for us to recognize once more in our history that we were established as public institutions to be instruments of expanding the frontier. There is no question about that.

Davies: I am extremely uncomfortable with the economic development argument. I think it happens to be a horse that we can ride right now. But I don't think we have nearly as much to contribute to economic development as people write that we do, and I think it's very dangerous for us to promise too much.

Coulter — We find ourselves drawn into the design of economic-regeneration strategies because we are the conceptualizing industry.

The notion that we are taken off course by things such as the state's interest in economic development bothers me. I think you are using the wrong metaphor. Ours is a business of sailing ships, not ships of steam. The wind and the waves are always variables you have to deal with when you are getting from here to there. And if that means you tack back and forth, you are not being taken off course, you are dealing with the reality of the environment in which you are placed. These things are the reality within which we have to do what we want to do.

The real measure, perhaps, of our success lies in turning those variables to our advantage.

Glasgow: I, too, share your concern that we are overselling economic development, economic vitality, economic competitiveness, global competitiveness. But the national agenda is on our agenda because it sells — we have to help build economic recovery or maintain economic vitality or ensure that those who are changing jobs have opportunities for training and retraining and staff development. When most of our time was focused on allocating resources among the institutions, we were not perceived as being responsive to the needs of the state. We have to help set the agenda.

Romesburg: Over the next few years, if the economy doesn't turn around appreciably and if certain kinds of industry and business don't come to the state, higher education may end up being held accountable, being held responsible for the economic development of the state.

That is a very fine line that we walk.

Sutton: This emphasis on higher education as an economic savior that will turn things around and make the flowers bloom in the desert is dangerous. The evidence does not support a high correlation between strong academic programs and economic development.

The Evolving Agenda

Callan: Do you feel that you are less in control of the agenda now than you were in earlier times?

Wagner: No. State policy issues provide opportunities for leadership. And those issues, of course, change over time. Different states face different challenges.

The school reform agenda, for example, which initially was directed toward elementary-secondary education, gave us opportunities to take some leadership because the legislatures responded like they traditionally do by writing very prescriptive kinds of legislation.

The higher education institutions were concerned about that and willing to work more cooperatively with the state boards, coordinating and governing, to try to maintain their autonomy. That helped strengthen the influence of the coordinating boards, and we seized upon that opportunity.

We also have done a better job of reading the environment than the institutions have, on issues such as equity and minority student achievement, and we took some leadership in those areas.

Through those efforts, I would say that higher education in Illinois has been strengthened. In the eyes of the institutions, we are perceived as being a much greater advocate than we were previously, and we have some authority that we did not previously have.

How we respond to opportunities in the environment will dictate, to a large extent, how influential we are at any one point in time. Right now I think SHEEOs have unique opportunities for leadership.

Wagner — How we respond to the opportunities in the environment will dictate how influential we are. . . .

Kerr: We have an opportunity to bring a focus to what the world of higher education is all about. This is a contribution that a strong state agency can make that wasn't here before.

Callan: Is it just that you've learned to manage tensions better?

Romesburg: No, I think it's different issues. The early years were really a time of wrestling over who was going to manage the resources, and now we are talking about the issues.

Hollander: The institutions now play on our playing field with regard to issues of social policy. And the reason we were able to shift to our playing field is that we enjoy one great advantage as an independent board — we don't have a special-interest constituency that prevents us from doing the "right thing."

Kerr — We have an opportunity to bring a focus to what the world of higher education is all about, a contribution that. . .wasn't here before.

Institutions are bureaucratic and often unable to respond to public-policy issues. But we can. That is why it's more natural for us to take leadership in this area and why it's very difficult for them to do so.

In a sense, we are less accountable to special-interest groups than any other agency of government. Members of the legislature have to be reelected; colleges must take into account their own constituencies' interests.

Ashworth: The political people and the special-interest groups are much more effective, much better organized. They need scapegoats; they need targets. And we are very convenient. They can never agree that you have done enough, because to do that is to say the purpose of their organization has ended and there is no longer any justification.

So I think that is part of the understanding, that the pressures on us from those organized groups are there forever.

But the greatest change, I think, is the expectation of leadership, rather than just the role of being a naysayer like we were in the past. The difficult thing is that we still have to be the naysayer sometimes.

3 *The state higher education director must be more than a manager or academician. The changing nature of the job calls for vision, advocacy, modesty, credibility and a host of other qualities if the SHEEO is to be a state leader.*

Personal Traits

Callan: What kind of personal leadership qualities must a SHEEO have to carry out his or her job effectively?

Coulter: First, the leader of a state coordinating board has to have a very clear vision of the role of higher education in a successful society.

Second, that person has to be well-informed about the society broadly, as well as about higher education, because he is going to be dealing with both of those pieces. The person has to have the qualities of an earnest partner.

Next, the person has to be a vigorous seeker after consensus. This person needs to be, without apology, an earnest advocate for higher education. All that really means is that the person needs to have a deep commitment to higher education, that it's really that important in a successful society and that it's important to be an advocate.

What It Takes to Be a Leader

And then I think that person has to recognize that the measure of success always is out there in that system of higher education where service is delivered. Success is almost never measured in that central bureaucratic place. Success is measured out there as institutions. And I think the person has to really believe that.

Modesty, so far as getting credit, is absolutely imperative.

Ashworth: I would add the necessity for creativity and leadership, that you cannot just be responsive to what is coming in. You have to be creative in

terms of your own personal growth and development, too. Because if what you are learning is only in response to what is demanded of you, you are not learning enough to function in these jobs.

You have to constantly figure out what are the new things and new skills that you would like to try out and experiment with and grow with.

Hollander: The person who has a clear vision, who has a broad view of society, who is a vigorous seeker of consensus, and who is a risk taker as an advocate must also have a very aggressive personality.

Wagner: No one has mentioned effective use of power as a requirement for leadership.

Coulter: I think power comes, in part, from the fact that no one else in my state is in this position.

Davies: Certainly candor is important, but I think manipulation is, too. Plagiarism is important. As T.S. Eliot said, a plagiarist copies from one person, whereas, a poet copies from everybody. You plagiarize in that sense. You must have a sense for where the issues are. Creativity is not a word I am comfortable with anymore. You have to have the ability to pull different ideas together. You also need a sense of timing, knowing when to do what, and a lot of mediating skills. You have to have the ability to get people to tell you what they absolutely need so you can make the deals you need to make the system better.

A personal characteristic that is important is restlessness. If I can effectively disturb the complacency of the colleges and the universities, I have made a real contribution.

Kerr: Agitator. A SHEEO must be an agitator.

Sutton: A gadfly!

Wagner: A SHEEO cannot have much ego, but has to have a lot of ego strength.

Davies: Being a SHEEO is a Socratic role.

Coulter — . . .power comes, in part, from the fact that no one else in my state is in this position.

Glasgow: It's a matter of comforting the afflicted and afflicting the comfortable, and avoiding trying to keep them from settling into self-satisfied smugness on certain things, even though they are doing well. I always try to keep the pot simmering a bit.

Hollander — The person who has a clear vision, a broad view of society, who is a vigorous seeker of consensus and a risk taker. . .must also have a very aggressive personality.

Sutton: I see the job much more like that of a coach, when you comment on the things that are good when they are good and the bad when they are bad. But credibility demands a willingness to admit that none of us has all of the answers.

Leadership is the politics of hope. If you can define others' concerns, you really don't have to solve their problem. If it's sufficiently well-stated, it begins to solve itself.

In addition, you serve as a broker between the political world and the institutional world. You use your brokerage service with the presidents of the colleges and the universities, and you use your brokerage service with the legislators and the governors. You don't have to get out and push your own agenda ever. If you have a particular job that needs doing, there is bound to be a president or a legislator somewhere who has been wanting to do that a long time.

Hollander: SHEEOs must be able to stand firm. Strong SHEEOs are all able to conceptualize and set the agenda. Although some of us are able to deliver on promises and some cannot, who can and who cannot will vary with the times. You must be able to deliver on your commitments, because if you are seen by the institutions as unable to carry through with funding for programs, they walk away from you very quickly. . .very, very quickly.

Ashworth: It's really complex. Part of it is that you just have to be in a job like this awhile to build a relationship and to understand that you should not be spending full-time responding to the initiatives that are created by others.

And some of it, just frankly, is vision, and it takes awhile to acquire that vision and to get the expertise and the confidence. I think that is one of the roles that SHEEOs try to play, to fill this need of training.

Sutton — Leadership is the politics of hope. If you define others' concerns, you really don't have to solve their problem; if it's well-stated, it begins to solve itself.

Processes and Strategies

Callan: Are there processes in place now that weren't there a few years ago that help you be more effective in your job and be better leaders?

Wagner: SHEEOs, in a sense, have become legitimatized and able to establish processes within their states to deal with the policy issues that are out there.

I think part of the conflict historically with our higher education institutions was over the establishment of those processes and who was going to do what. Much of the effort of the earlier SHEEOs and coordinating and governing boards was directed to those issues. Well, those processes are in place now for the most part.

Second, the SHEEOs have been around long enough now that there is some trust built up among the players. SHEEOs have a credibility that they didn't have previously. They have achieved that. Therefore, they are in a position now to move ahead and take the lead in policy issues that they previously could not take because they had to deal with establishing processes and establishing credibility.

We are still dealing with budget development, we are still dealing with program issues, we are still dealing with planning. New issues that we are addressing, minority student achievement or economic development, will change over time, but the ways we influence those policy issues are still through budget development, program approvals, planning, program review.

Davies: Ten years ago in Virginia, we were approving programs as an end in itself. Now that whole function is becoming a means to an end.

Questions are being raised of institutions that never would have been raised before, such as how can you do American studies when all you know about is the white, male experience in the 18th century? We're putting uncomfortable questions about programs to institutions.

Hollander: Let me share with you three quotes from one or another of our presidents. "If this is collaboration, we would like to go back to regulation."

"Too many of the funding initiatives are coming out of your office and not out of ours."

"We are unable to define what we are doing because we have to respond to so many of your initiatives."

4 The Changing Nature of Relationships

An evolving role has meant changes in the relationship SHEEOs have with other state leaders, such as the governor, the media, the legislature, college and university presidents. Some SHEEOs nurture close relationships with the media, while others stay in the background. Some see themselves as part of the postsecondary community, others as an external force. Although they like the increased professionalism on the part of governors and legislative staffs, SHEEOs are concerned that their power is being diluted.

The Role of Board Members

Mingle: How do the personal characteristics and leadership qualities of others affect your role as a SHEEO? What characteristics do you desire in board members, for example?

Ashworth: The most critical role on any board is the chairman — if you have a bad chairman, you really have a problem. However, the question of what is bad may be your perception of what that chairman is doing.

One of the most difficult problems an executive has in a case like this is how to work with the chairman. That person is the one you are in touch with most frequently who has to concur on what is on the agenda and what the board does, who leads the board. And if the chairman needs to be controlled, the only way to really control that person is for other board members to do it.

Hollander: The chancellor's role in my state is a strong one. The board expects the chancellor to propose the agenda and be its spokesperson. The board prefers a chancellor who is a leader; the board does not propose an independent agenda, but clearly sets the broad policies, and the chancellor is given leeway in their implementation.

Kerr: Board members who are held in high regard by the public, who have a degree of visibility, are very important because they do, in fact, play a major advocacy role. The broad public respects visibility.

It's very important for board members to be willing to leave their alumni card at home and look at system rather than institutional interests. I think they have to be willing, the way we are structured, to trust staff work and committee procedures, because they can't all be involved in the depth and detail of every issue.

An over-arching thing that I have come to appreciate more and more, not only in board members but in leaders generally, is the ability to ask penetrating and focusing questions. It's interesting to watch some board members who always have something to say and others who always have something to ask. It's the askers who are the more effective.

Romesburg: In states with new SHEEOs, the board's role in leadership may be much more critical and active than in the other states.

If there is some evidence of independence on the part of the board, does this add to the public credibility of the board?

Davies: If you are running a board effectively, you let the board make decisions, and sometimes the board makes decisions that are counter to your own recommendations.

But we are often talking about policy issues that are very hard for a lay board to deal with. Space and operating budget issues are so complex, at least in my state, I don't even understand some of them. It is very hard to get boards to have a discussion at the level that these issues need to be discussed.

Ashworth — If I am going to be effective in a leadership role, I have to be effective with my board.

Hollander: If you want to test that premise, go to the board without a recommendation on a controversial issue and watch the chaos. You could end up with a split board and anger at you for not being willing to take a position. The board expects that the chancellor take a position on every issue, given his or her best judgment. They know they always have the final say.

Davies: Generally speaking, the board goes along with us. I ask the chair or a selected member to testify only when I think it will make them feel good. I don't use them that awfully much, to tell you the truth.

Kerr: I am comfortable with relative infrequent use of board members but not just for what could make them feel good. I think they can serve a very real purpose on appropriate issues, for appropriate audiences, that they can convey the message. It does a good deal more than just making them feel good for participating.

Ashworth: If I am going to be effective in a leadership role, I have to be effective with my board. If I am going to be effective in my job, I cannot be too far out in front of my board. It is important for me to bring my board members along so they know what the issues are. One member of my board said, "Let us take the heat more often for some of these difficult positions." One thing we ought to think about is training our boards to support us in the tough positions we have.

Looking In or Out?

Mingle: Do you see yourself as a partisan part of the system or a nonpartisan external force?

Wagner: One of the challenges that we constantly have is walking over that line from doing nonpartisan analysis to becoming another special-interest group in the eyes of the legislature or the governor.

Hollander: Very few reforms in higher education ever came about as a result of actions from within the academy. Major reforms are always the result of external forces, from the establishment of the land-grant colleges, the adoption of the G.I. Bill to the movements for open access and affirmative action.

The question though is, are we the best "external force" compared to others? I'm not sure we are. If we believe that higher education, more than any other governmental function, requires a long-range point of view, then we are well designed to play that role. But a governor, a legislator or another elected official can also play that agenda-setting role, and often they do it very, very well and effectively. I think the assumption that a nonpartisan board is in the best position to play an agenda-setting role in higher education is an assumption that has to be tested.

Glasgow: I think we have to be honest enough to say that our agenda setting is not always so purely nonpolitical. There needs to be the sensitivity to recognize some of the real needs of the state, the interest of the businesspeople or the interest of the governor as that governor's interest reflects the needs of the state. We do need a strong voice in this agenda setting.

We are a full partner in setting the agenda; we are not the sole setters of the agenda. That's all we can hope for.

Kerr: I feel I am very much an internal part of the system. I am not an external force.

I do not believe an institutional board can set the agenda for public policy. If it did, the board probably wouldn't be doing its job of supporting and protecting the institutional interest.

Davies: If we are external, then we are just another external force on higher education. I choose to see us as part of that community, and therefore to say we generate our own (or are trying to generate our own) reform.

Hollander: Fundamentally, though, we are a little beyond that boundary. We are just on the other side of it. If we don't play that role, we really have no role to play.

Coulter: If higher education is going to be systematically connected to the good purposes of the society in terms of leadership and in the political arena, then I think that we will never solve those big social questions, except by the confederation of an awful lot of people who had a stake in those things. That is not a fresh thought, but it's what the political system is all about.

And there needs to be a center for making that confederation possible. I don't think anybody is in a position to do that other than a coordinating board.

The Role of the Media

Mingle: What about the media? What kind of effect do they have on your role and what kind of relationship do you try to create with media in your state?

Hollander: The media in New Jersey are very important. We have tried, through openness, to build a relationship with the education editors so that they cover higher education. And the headline stories that tend to come out have to do with the policy issues of concern to the board of higher education. As a result, there is a broad public perception that what happens at the higher education meetings is important to the state.

The press has a profound influence. One way to communicate with the governor and a busy legislature is through the press. Public officials understand that if the media think what you are doing is important, it probably is.

Sutton: One thing that we have found to be very effective is to have yearly editorial conferences with each of the five major newspapers in the state. We get behind closed doors with the editor and the education reporters and have a very candid, in-depth, not-for-publication conversation about what is happening. We comment on gossip or concerns they have heard and develop a sense of openness, pointing out that we believe that education is not owned by anybody, that it's public.

We also comment to editorial writers, especially if they comment on something we have done. We never fail to let them know that we appreciate that. Editorials are the strongest support we have had. That has, in turn, led to a great deal more respect on the political side than we had before.

Romesburg — It comes down to trust — if you have the trust of the media, because you are in this nonpartisan role, you have a real advantage.

Wagner: We chose to be low profile, to try to stay out of the press as much as be in it, yet, at the same time to establish those informal relationships that Joe was talking about with editorial boards and with writers, and to be available to the press if they sought us out. We want to be responsive, but not out front on some issues.

Glasgow: The media definition of news is an event. It is much harder to get public attention on ideas. We deal in ideas and concepts, and I think that is one of our difficulties.

We have to say what we are doing and be smart in the way that we work with the press, not to try to use it the same way.

Romesburg: In the earlier years, when we were talking so much about managing resources and evaluating programs and getting those mechanisms in place, I think the governing agencies had the high ground. But that has really shifted. When we start talking about equity and social issues, when we start talking about assessment and when we deal with the media, the coordinating agency has an advantage.

What a coordinating agency brings to the table is truly the aura of nonpartisan analysis. When the media come and talk with our agency, they are using us as a sounding board quite often to respond to something they heard from the institutions.

It comes down to trust. If you have the trust of the media, because you are in this nonpartisan role, you have a real advantage. Developing that kind of trust is one of the keys to using the media effectively.

The Role of Political Leaders

Callan: How about the political leadership of your state? To what extent does the leadership and activism of governors and legislatures affect your job and the decisions you make?

Hollander: Having a governor who is deeply involved in higher education is a mixed blessing in many ways. The more interested the governor is in higher education, the greater his particular concerns are about what you are doing, the more intrusive he and his staff tend to be and the greater the frequency with which his staff would like you to defer to his processes with respect to how issues are made public.

Presidents are now going to the governor's counsel, to the attorney general, to the chiefs of policy planning much more often than they did because of the governor's interest in higher education. This direct approach has made our life a lot more complex than it was during administrations in which the governor was more indifferent to higher education. On balance, this development is good for higher education, but it does lessen our ability to get things done, and the new process distributes power across the system.

Romesburg: What we are dealing with now is a very, very educated legislature and executive branch, particularly their staffs. The sophistication of those staffs, particularly the governor's office, and the public in general, has created an environment where those folks have to be responsive and address the issues.

Now the boards are in more of a partnership role with the institutions. The institutions have accepted that the boards are here, that we are identifying issues, that we have a different perspective — one where we can afford to talk about things on a much more global or statewide perspective. Institutions view the boards as a partner to assist them in addressing concerns that the legislature and the governor's office are placing on them.

Ashworth: One reason I think our jobs are so interesting is because we live in what I think democracy requires to be a permanent state of tension between political solution of issues, on the one hand, and education professionalism on the other. Many issues have gotten on the agenda because of the political side, as well as the professional side, and we have to operate in the area between the two.

Frankly, I like to see the increased professionalism. I think the quality of our legislatures has been improved to a large extent because of the quality of some of the staffs they have been hiring. Legislatures are now rising to the expectations of their staffs, as well as their voters, so they are performing more effectively. But those very professionals that they are hiring make our jobs more difficult because they are asking questions that we haven't been asked before.

Glasgow — . . . we have to be honest enough to say that our agenda-setting is not always so nonpartisan.

Callan: Does this increased interest on the part of politicians threaten the role of the boards or the SHEEOs?

Hollander: It depends on the perception by the governors' staffs of what "taking control" means. Governors' staffs initially seem to think that the way to get control is by putting their people in charge. They discover very quickly that once their people are in charge, they don't remember who put them there.

The problem is that people on the governor's staff tend not to be especially knowledgeable about higher education, and many tend to have a very short life in any particular position. If, say, an appointments secretary turns over every nine months, getting him or her to understand what constitutes a "good" appointment is extraordinarily difficult. That's where the problem is; it's not with the governor, it's with his staff who have expectations that cannot be realized.

Ashworth — . . . we live in a permanent state of tension between political solution of issues, on the one hand, and education professionalism on the other.

Glasgow: What most of us, I think, have probably tried to do is to be more of a cabinet member and adviser to the governor and the governor's staff and to be seen as a full partner. That is not always easy.

Romesburg: I agree with that. The SHEEO has to be a partner in the executive branch. You want the executive branch to turn to you, as does the legislature. But yet you can't be identified with any particular administration. As soon as you become identified, you are vulnerable. That has happened in a number of states, where the SHEEO was identified with a certain candidate or a certain administration, and then the administration changes.

Hollander: In our state, members of both parties expect you to be identified with the governor. They would consider me a disloyal person if I wasn't.

Coulter: In Ohio, where I am appointed by the board of regents, which is a gubernatorially appointed board with a long, overlapping term, I was invited by the current governor, as was my immediate predecessor, to sit informally as a member of the cabinet. And we have done that, and I think greatly to our advantage. I have never been asked an inappropriate question by the governor.

I think we compromise as best we can, but we do live in a political world, whether we are appointed by the governor or serve a board. We do the best we can.

Davies: If you go around the country, you can probably name six, seven states where governors have played a very disruptive role. And that is not counting the states where they have gotten involved and seized control in a positive way.

Glasgow: There's an interesting dichotomy in this. Business leaders are the ones who have said we have to do something about education; we have to be more competitive. At the same time, we see the corporate organization structure becoming more and more diversified in its use of power. I foresee we will see more diversification of authority rather than less in our educational communities.

The Role of Institutional Presidents

Callan: Has your relationship with institutional presidents changed over the past few years? If so, how, and what has led to that change?

Romesburg: With an effective agency, you can raise the consciousness of the entire system. Statewide agencies have changed the roles of presidents greatly. In the past, you may have had one or two institutions and one or two very dynamic leaders or socially aware and concerned presidents dealing with a particular issue. Now that those issues have been raised to a statewide level, the role of the presidents has changed. Some presidents may not agree that it has been a healthy thing, but I happen to think it is.

Davies: If you do what some of you are saying you do with the press, then we have to accept some responsibility for the diminished role of presidents in American higher education.

Glasgow: I think we came in to try to do something that was not being done. I don't think we diminished their role. I think their role was diminished, and we needed to do something about it.

Hollander: I think the decline of the college president as a public figure is a result of two factors. One is the open-access movement that increased the number of collegiate institutions. Once, a limited number of presidents at prestigious institutions were highly visible. Then, suddenly, there were more of them, more institutions, more presidents. The single, strong effective leader's voice is now submerged by the rising number of voices about him or her.

The second reason was the turbulence of the sixties. I think the era turned a lot of potential presidents off who might have moved into leadership positions in higher education.

5 Current and Future Issues

What issues affect the job of a SHEEO today and what do they expect in the future? The lack of minority participation in higher education is seen as both a moral and economic imperative which higher education must address. Changing demographics — particularly a greater proportion of minorities and an aging population — and economic restructuring also are creating new demands for greater involvement by the postsecondary education community. In addition, the future of the higher education institution itself may be in jeopardy because of competition from the less traditional, i.e., technological, means of providing education.

Minority Participation

Callan: There seems to be increasing concern in the states about minority participation and success. Why is that?

Davies: It is one of the rare times when there is a moral issue out there that we may be able to do something about. It is an issue with which we have an obligation to be involved, and we can do so effectively. Second, it has increasingly come to be a curricular issue and not an ancillary social function. You cannot teach the full range of human experience in classrooms that do not reflect the full range of human experience in the teachers and students who are in them.

Hollander: Minority communities are also a rising political constituency that can be enormously helpful to us in the legislature and in the executive branch, and they have been in many ways.

The shape of this country's agenda in future years is going to be determined by the contributions of what are now called minority groups. Colleges may be the only institutions in society that can be reasonably successful in providing minority-group members with the qualities necessary for effective leadership. Coming at a time in history when a shortage of 18- to 24-year-olds constrains expansion, persons from minority groups are underutilized and can, through increased participation, alleviate the shortage of 18- to 24-year-olds.

The point is, the success of our efforts in minority access and participation is being facilitated by "self-interest" rather than by "altruism."

Glasgow: I think it's a congruence of all of these influences on and interest in economic revitalization and continued growth. Not only has it become a moral and ethical imperative, it has become an economic imperative.

Hollander: The emphasis on equity, however, has stimulated a very significant backlash that is finding a place on our campuses for the first time in history. Racial polarization on our campuses is a very serious problem. Recently, I spoke before a college community at a campus noted for its social conscience. Among the topics was social equity. A debate erupted in the audience and I was challenged by several students. They were angry at the high costs of college which they attributed to others. Their argument was, "We are paying their way, and we can't afford to anymore."

Glasgow: Whether we call it affirmative action, social justice or whatever, we certainly should start thinking about how we are going to deal with the backlash of these policies. Racism and social issues will be on our agenda.

Hollander — The emphasis on equity has stimulated a very significant backlash. . . . Racial polarization on our campuses is a very serious problem.

Demographics

Mingle: What other issues do you see in the future? Will we have a different set of issues as the population ages?

Glasgow: I think you will see an awful lot of emphasis away from the traditional 18- to 24-year-olds and toward the new constituencies of higher education — the older adults, for one.

Davies — . . .we are spending our time on a disproportionately small piece of the population. . .the 18- to 24-year-olds. . . .

Davies: Right now we are spending our time on a disproportionately small piece of the population. I think the overwhelming interest in the legislature is on 18- to 24-year-olds, on full-time students; it is not on the aging population.

Romesburg: The key threat that I see in the future is demographics. We have an aging population. Wealth is going to be even more concentrated in a group of individuals that are not going to have a self-interest in the educational system unless we can sell it on social/equity terms.

The demands for our educational resources are going to come from a group of people in which the money is not concentrated. As the population ages and the wealth concentrates in that group, how are we going to convince them to pay the tab for the next group?

This is a fundamental challenge which higher education is going to face in the future. If we don't promote higher education on a social/equity basis, I don't know how it's going to come out.

Ashworth: I emphasize the demographic question, too. I think aging is going to be a factor. Another factor is the whole heading of international competition, in terms of what that means for quality and delivery in our educational system and the relationships abroad. The international competition issue is going to be fundamental to the curriculum.

Wagner: Governors have a great interest in job training for displaced workers, and if institutions of higher education are not going to respond to this, governors will find a response.

I think that our role will depend a great deal in the future on how we use these opportunities — if we listen to what the governors and the general assemblies are saying, how we respond.

Callan: What about welfare reform? Have the higher education agencies been involved in these discussions in the states?

Wagner: The SHEEO again is in that boundary-expanding role and can, for example in welfare reform, work with the community colleges and department of public aid, where the public universities don't want to be involved at all.

That, again, gives you a lever with the politicals. It gives you an opportunity to be responsive to their concerns and their issues by using part of the higher education system to respond to one of their problems.

Economic Readjustment

Coulter: It seems to me that so long as we deal with a fundamental economic readjustment across the world, as long as we have fundamental social restructuring going on and as long as we have not resolved the questions of delivering basic health and other services in satisfactory ways, we are going to have society in a state of great flux through the balance of this century.

Higher education will be involved from here on much more intensely than in the past in these issues.

Davies: We are going to see created in our state new centers of commerce, population and wealth. The question is, how does higher education respond to those centers and continue to guarantee access to those people who have no wealth? Because if those centers of wealth come to control Virginia higher education — and indeed, the population concentration means a redistricting and a change in the whole political scene — then what about the people who are poor and living in the inner cities, who are poor and living in the agricultural parts of Virginia and the coal country?

The restructuring and renewal of undergraduate education goes far deeper than anybody has yet grasped. It goes to the very nature of knowing, to culture and how we should organize institutions so that they least impede the kinds of knowing and doing that are essential in the next century.

Wagner: I would add to the list the funding base, the resource base. We can't move many of these issues forward within the current resource base.

The political changes are so significant, they drive many issues, and much of the base of it is the funding question, the poverty of the city, the wealth of suburbia, the population of suburbia. We don't have the traditional education institutions in the suburbs. The suburbs are very wealthy, but in a sense they are underserved educationally, in terms of continuing education, professional education.

Wagner — We can't move many of these (new) issues forward with the current resource base.

Kerr: A subset of the resource-base issue involves faculty. We are going to be involved for several years in simply trying to retain our very best faculty, in the sense of salaries. We are seriously eroded there, and we are not going to be able to do a lot of these other things unless the resource base is there.

Glasgow: We also will be looking at the resource base for individuals. What patterns of aid will we see for students, both the traditional 18- to 24-year-olds and the nontraditional? I think states are going to have to play a larger role in that because our costs are certainly growing in that area by leaps and bounds.

Institutional Quality

Hollander: Another issue is improving the effectiveness of undergraduate education. I think it is a compelling and timely issue that we have largely neglected. Related to it is faculty development. Many members of our faculty are out of tune with the students now on our campuses. Faculty expectations about students are very different from students' expectations about faculty.

We also have a very special problem with respect to the role of the community colleges. We are not really sure what they do and for whom, how they should best be financed, how they should best be governed. Conflict surrounds them. So we have defined the community colleges as a special priority that deserves more state attention.

Technology

Sutton: I don't think we have emphasized enough what technology can do to the education industry. How are we going to deal with the dilemma of trying to make higher education a model of a democratic approach to establishing goals, values and participation by everybody, while at the same time being driven by technologies and economies that reflect the corporate world?

Kerr — We are going to be involved for several years in simply trying to retain our very best faculty. . . .

I am worried our institutions can't change rapidly enough to adapt to the changing world and that we will be lost in the de-institutionalization of education. On the other hand, I worry that they will change too quickly and we will lose the tradition of the institutions and the role that they play in our culture, particularly their concern with broad education as opposed to vocational, occupational and pragmatic kinds of education.

There is a terrible tension building. We have many adult part-timers who surely will go to anyone with a videotape that can demonstrate that it will cost less money and time and allow them to pass the exam better than if they went to the university. If there is a megatrend in the education-service industry, it is that anybody who provides a service more conveniently, cheaper and of adequate quality will take the business away.

Higher education is going to lose a lot of its audience to vendors who will be aided and abetted by the assessment movement, because they can demonstrate that they can produce the functional equivalent of any formal educational experience without having to go Monday, Wednesday and Friday at 10:00 to Room 201 to get it.

Where is that focus, that traditional historic role that institutions will play in an educational industry dominated by information technology?

Sutton — How are we going to deal with the dilemma of trying to make higher education a model of (democracy). . .while being driven by technologies and economies that reflect the corporate world?

The Changing Family

Hollander: We ought to look ahead to another issue, and that is the impact of the changing American family on higher education. What does it mean for higher education when half our students are coming from "broken homes" and single-parent families? Rutgers University is among those institutions re-examining the role of the university in the parenting process. Do institutions today, for example, need to house a higher proportion of students in dormitories?

Glasgow: We are talking about more dormitories; we are talking about more colleges providing child-care facilities; we are talking about how our colleges serve families.

Et Cetera

Mingle: What other issues, needs or thoughts come to your mind when looking at what's down the road?

Ashworth: Another thing we need to do is avoid too many operating programs. If we are going to play those more important roles on that spectrum between politics and education professionalism, such as setting agendas and promoting ideas, we need to be free of operating programs.

Coulter: I would stress what I think are the abiding things. The first is we are dealing with major transformations within society. They are not minor, but they are multiple.

The second is that higher education as the conceptualizing industry in a powerful service industry simply has to be deeply involved in those kinds of transformations.

Third, confederation and common interest in society are the key to success.

And fourth, coordinating agencies have an absolute unique opportunity to play a role in that.

Davies: The words that come to me about what makes a difference are ideas and vision. What make less of a difference, or make less of a difference today, are our regulatory responsibilities.

Glasgow — . . .the key word is leadership. We must provide the leadership, the ideas, the vision, and not become too embroiled in implementation.

Hollander: A critical role for every SHEEO is to be able to look five or 10 years down the horizon and try to identify those issues likely to emerge. A fundamental principle: if there is an emergent issue, we are expected to identify and define it before others do.

Glasgow: I think the key word is leadership. We must provide the leadership, the ideas, the vision, and not become too embroiled in implementation. We must keep a focus on the social issues and try to become full partners with the institutions, legislators, governors.

I think we must help set that agenda and provide the leadership in identifying and clarifying the issues and how higher education can be a partner.

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